
Infill Lane Paving Requirements

Recommendation

That the report of the General Manager, Transportation & Utilities Department, dated October 10, 2017, be received as information.

Topic and Purpose

This report clarifies the requirements to pave lanes during infill and redevelopment in existing areas in the interim, prior to the development of a formal policy.

Report Highlights

1. A summary of the City's previous practice is provided.
2. Information on practices in other municipalities is provided, and the Administration will continue to gather best-practices.
3. Clarity on interim lane paving requirements is outlined in this report.

Strategic Goal

This report supports the Strategic Goal of Moving Around by providing improved safety for all road users (pedestrians, cyclists, and drivers), and helps provide a great place to live, work, and raise a family.

Background

The Standing Policy Committee on Transportation, at its August 16, 2016 meeting received verbal presentations from Jim Siemens and Curtis Olson, Shift Development Inc. related to lane paving for infill development.

City Council, at its meeting held on December 12, 2016, considered the Paved Lane Policy report and resolved:

- “1. That the matter of the paved lane policy be referred to the Administration for a report with respect to the feasibility of creating a round table, to discuss this matter, along with the issues relating to infill and greenfield development; and
2. That the Administration start the framework for development of a paved lane policy based on discussions and consultations at the round table.”

City Council, at its meeting held on June 26, 2017, received an informational report entitled Measures to Incentivize Infill Development, from the General Manager, Community Services Department.

This report provided an overview of the various initiatives underway to support the City of Saskatoon's infill targets, and the implementation of both the Growth Plan to Half a Million and City Centre Plan.

Infill Lane Paving Requirements

On July 18, 2017, the initial round table meeting addressing infill was held.

In all new development areas, lanes are paved and developers fund the cost of lane paving. Because infrastructure costs can be spread across all benefiting property owners and included in the price of the lot, there is a funding mechanism in place that does not require input from the mill rate. Infill developments in existing neighbourhoods with gravel lanes do not have such a funding mechanism in place.

It is anticipated the round table process will provide valuable input for the Administration to use in developing a formal paved lane policy that aligns with a greater infill strategy, but until that time no formal policy exists.

The purpose of this report is to provide clarity to infill developers with regards to when a lane will be required to be paved, and who is responsible for paying until a formal policy is developed.

Report

High traffic volumes on unpaved lanes cause service level problems for adjacent residents, and ongoing maintenance liabilities for the City. The intent of the paving requirement is to minimize the impact to adjacent residential neighbours, including dust and increased traffic volumes, resulting from infill and redevelopment.

Previous Practice

When approving infill development, the previous practice required paving of rear lanes adjacent to infill and redevelopment projects in established neighbourhoods determined when the intensity of development significantly exceeded the previous use. There is no formal policy governing this approach, and in the past, the Administration required larger infill projects that increase density to pave the lanes adjacent to their development on a case-by-case basis. This requirement provided a benefit to all residents adjacent to the lane, and helped the community accept the development as there was a service level enhancement made possible from the project.

The requirement for paving adjacent lanes has been applied as shown in the table below:

Land Use	No. of applications where the requirement to pave the adjacent lane was included	
	2014	2015
Commercial or Industrial sites	1	2
Residential	1	5
Waived requirement	-	1

In 2016, no developments were approved that required lane paving.

Practice in Other Municipalities

Several western Canadian municipalities including Edmonton, Regina, and Winnipeg allow for citizen-initiated local improvements including back lane paving. The process is

initiated by petition and funded by a tax imposed on the properties affected by the project.

For infill or redevelopment projects, there is no consistent application for the requirement to pave lanes in other municipalities. Below are a few examples that the Administration has investigated:

- City of Regina: Case-by-case depending on impact of project. No specific policy.
- City of Edmonton: Case-by-case depending on impact of project. No specific policy and no exemptions. A developer will typically withdraw their development application when paving a lane is seen as cost-prohibitive for the project.
- City of Red Deer: All buried utilities are located in rear lanes and lanes are not paved. No requirements for developers to pave rear lanes.

Clarity on Lane Paving Requirements

In light of the ongoing discussions at the infill roundtable and the development of a formal policy, Transportation has developed an interim policy to clarify the requirements for lanes to be paved adjacent to infill development projects:

- a. All commercial and/or industrial developments intending to use an existing gravel lane for staff or visitor parking and/or business purposes will be required to pave the entire length of the lane at the time of development.
- b. For residential infill, if traffic meets or exceeds a threshold of 30% increase in total lane trips (as calculated by the Institute of Transportation Engineer's Transportation Impact Analysis for Site Development), the developer will be required to pave the lane from the furthest property line to the nearest city street at the time of development. The entire development would be considered in this calculation.
- c. For Affordable Housing infill projects, the developer will not be required to pave the lane. Affordable Housing is defined in Council Policy C09-002, Innovative Housing Incentives.

Clarifying when a lane will be required to be paved allows for developers to better anticipate their costs during the development of their projects.

Going forward, two issues that will be foundational to any formal policy are as follows:

1. Identifying when densification or increased traffic in a lane trigger the need to upgrade an existing gravel lane to pavement.
2. Once this trigger is met, the funding mechanism that appropriately incentivizes infill; protects the needs of existing residents; and ensures that all developers are treated fairly.

Public and/or Stakeholder Involvement

The Administration is continuing to discuss the development of a formal policy with the development community. Stakeholder consultation through the Developers Liaison Committee and the round table on infill development are ongoing.

Communication Plan

The formal policy, if adopted, will be made available on the City website, and shared with the Saskatoon Home Builder's Association.

Policy Implications

A formal City Council policy for paving lanes will be developed through the infill roundtable discussions.

Other Considerations/Implications

There are no options, financial, environmental, privacy, or CPTED considerations or implications.

Due Date for Follow-up and/or Project Completion

The Administration will report with recommendations for the development of a formal paved lane policy for infill development after the series of infill development round tables are complete.

Public Notice

Public Notice pursuant to Section 3 of Policy No. C01-021, Public Notice Policy, is not required.

Report Approval

Written by: Jay Magus, Acting Director of Transportation
Approved by: Angela Gardiner, Acting General Manager, Transportation & Utilities Department

TRANS JM – Infill Lane Paving Requirements.docx